Government of Saskatchewan

Annual Report 1982-83

Saskatchewan Intergovernmental Affairs

Government of Saskatchewan

Annual Report For the Year Ending March 31, 1983

Saskatchewan Intergovernmental Affairs

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Letter of Transmittal

Hon. J. Gary Lane, Q. C.

Saskatchewan
Intergovernmental
Affairs

Minister

To His Honour
The Honourable Frederick W. Johnson, Q.C.
Lieutenant Governor
of the Province of Saskatchewan

May it Please Your Honour:

I respectfully submit the Annual Report of the Department of Intergovernmental Affairs, for the fiscal year ending March 31, 1983, in accordance with provisions of the Department of Intergovernmental Affairs Act, 1979.

J. Gary Lane, Q. C.

Deputy Minister's Transmittal

Saskatchewan
Intergovernmental
Affairs

Deputy Minister

Honourable J. Gary Lane, Q. C.
Minister of Intergovernmental Affairs
Legislative Building
Regina, Saskatchewan

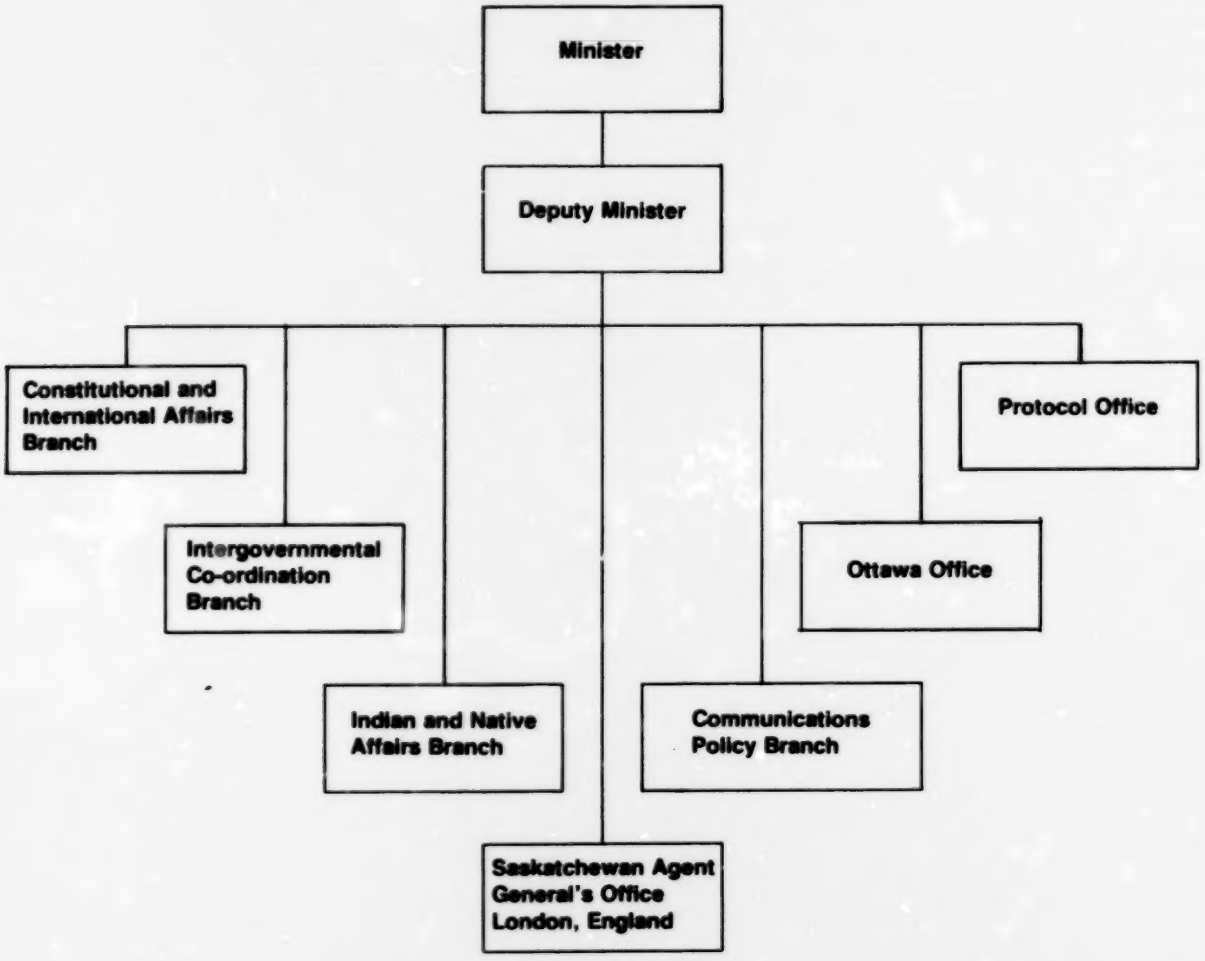
Dear Sir:

I am pleased to present the 1982-83 Annual Report for the Department of Intergovernmental Affairs.

Michael G. Crosthwaite

Michael G. Crosthwaite

Intergovernmental Affairs Organization Chart



Highlights

1982-83 was a year of retrenchment for the Department of Intergovernmental Affairs as the tone and content of intergovernmental relations in Canada became more moderate and less confrontational. Saskatchewan sought to protect and enhance its interests through intergovernmental agreements concerning economic development and aboriginal rights.

The Constitutional Affairs Branch advised the government on and participated in the First Ministers' Conference on Aboriginal Constitutional Rights held in March. This conference concluded with an Accord being signed. The Accord will provide for the first amendment to the Constitution Act, 1982.

The International Section of this branch played an important, co-ordinating role in the negotiation and signing of the Saskatchewan-China Potash Agronomic Program. In addition, efforts were directed to the province's overall China policy.

The Ottawa Office and the Office of the Saskatchewan Agent General in London, England, underwent changes in structure designed to accommodate and enhance the government's new interest in attracting investment to Saskatchewan.

The Communications Policy Branch dealt with issues in telecommunications, cable and broadcasting and communications technologies. It continued to monitor federal government activities and events that occurred in the federal arena to determine their potential impact on Saskatchewan.

The Intergovernmental Co-ordination Branch continued to monitor and co-ordinate intergovernmental issues and activities and to play an instrumental role in the negotiation and implementation of several federal/provincial agreements. The Nation's continued attention to economic issues, and in particular, to the process of recovery, was reflected in the agenda of several note-worthy intergovernmental conferences, including the Twenty-Third Annual Premiers' Conference and the Western Premiers' Conference. The Co-ordination Branch assumed a lead role in co-ordinating Saskatchewan's participation in these Conferences. This year, the Western Premiers' Conference was hosted by Saskatchewan in Swift Current.

The Protocol Office continued to handle a large program of official visits for the province. Chief among these was a six-day Royal Visit from Princess Anne. Increasing diplomatic and trade links were reflected in the variety of international visitors. The office also arranged major official occasions such as the swearing-in of the new Cabinet, and the Western Premiers' Conference in Swift Current. Activity in hospitality grants, gifts and other administrative areas remained at a high level, as did Protocol's consulting and advisory work.

Constitutional and International Affairs Branch

Constitutional Affairs Section

The Constitutional Affairs Section looks after all matters relating to constitutional negotiations and advises the Government on related policies. In particular, the Section is involved in all constitutional discussions, prepares background papers and briefing materials, and acts as staff to the Premier and the Minister at all meetings dealing with the Constitution. In general, its responsibility is to ensure that Saskatchewan has the resources and the expertise needed to conduct effective constitutional negotiations.

A staff of five intergovernmental officers works under the direction of the Branch's Executive Director. In addition, the Section works closely with the Constitutional Law Branch of the Attorney General's Department.

Conference on Aboriginal Constitutional Rights

On April 17, 1982, Queen Elizabeth proclaimed in Ottawa the Constitution Act, 1982. Section 37 of this required the Prime Minister of Canada to convene, before April 17, 1983, a constitutional conference of First Ministers. This conference was required to include on its agenda "an item respecting constitutional matters that directly affect the aboriginal peoples of Canada ....". Representatives of the aboriginal peoples - defined as the Indian, Inuit, and Metis - were invited to this conference.

The work of the Constitutional Affairs Section reflected this constitutional imperative and focussed mainly on preparing the government for discussion of aboriginal constitutional issues at the section 37 conference. A portion of the section's work over 1982-83, was also directed towards exploring possible non-aboriginal constitutional issues which might be discussed and resolved at the section 37 conference.

Aboriginal Constitutional Issues

Informal bilateral discussions between government officials, other governments, and both provincial and national aboriginal organizations occurred over the summer. These discussions paved the way for a more intensive series of federal-provincial-group meetings beginning in October. The meetings devised an agenda for the First Ministers' Conference and also addressed the more fundamental issues of importance to the aboriginal peoples. Two meetings of Ministers Responsible for the Constitution were required (one on January 31, the other on February 28) before First Ministers met to discuss the issues.

First Ministers and aboriginal leaders met for the section 37 conference in Ottawa, on March 15-16, 1983. At its conclusion, the leaders, except for the Premier of Quebec, signed an Accord reflecting the points of agreement among them. The major points of this Accord were:

1. A further First Ministers' Conference on aboriginal constitutional rights would be held before March 16, 1984.

2. Leaders of the Indian, Metis, and Inuit peoples as well as representatives of the Yukon and Northwest Territories shall be invited to participate in this conference.

3. First Ministers agreed to introduce into their respective Parliament and Legislatures, a resolution authorizing the Governor General of Canada to amend the Constitution Act, 1982, in certain ways.

The proposed amendments to the Constitution Act, 1982, would:

1. recognize any rights that may be acquired by aboriginals by way of land claims agreements as having the same constitutional status now possessed by existing aboriginal and treaty rights.

2. guarantee equally to male and female persons aboriginal and treaty rights to which they are entitled by section 35 (1).

3. commit governments to the principle that the aboriginal peoples should be consulted before amendments are made to certain sections of Canada's Constitution, which directly affects the aboriginal peoples.

4. guarantee, in addition to the First Ministers' Conference required in the Accord, at least two other constitutional conferences of the First Ministers, the first to be held before April 17, 1985, and the second before April 17, 1987. Aboriginal participation at these conferences is guaranteed as well.

The future conferences contemplated by the Accord will discuss those items on the agenda which were not fully discussed or resolved at the March, 1983, conference.

Non-Aboriginal Constitutional Issues

Coincident with discussion on aboriginal issues, officials and Ministers discussed the possibility of reforms on a variety of non- aboriginal issues such as the division of powers over communications, section 96 of the Constitution Act, 1867, which restricts the ability of the provinces to establish unified family courts or other administrative tribunals, and Senate Reform.

Discussion of the range of issues proposed did not produce a consensus that constitutional reform was possible at this time.

Other Activities

In addition to its central role in preparing the government for the section 37 conference, the Constitutional Affairs Section undertook a number of other activities.

The section co-ordinated the government's response to the federal government's Bill S-31, (The Corporate Shareholding Limitation Act) in close co-operation with affected departments such as Finance, the Attorney General's, and Energy and Mines.

A variety of other issues were actively monitored by the section. These included developments in Quebec constitutional policy, and the creation and activities of the Macdonald Commission on the Economy, the Special Joint Committee on Senate Reform, and the House of Commons sub-committee on Indian Self-government.

Lastly, the Section, together with the province's official representative to the Continuing Committee of Federal-Provincial-Territorial Officials responsible for Human Rights, was involved in co-ordinating the provincial government's submissions to the reports by Canada under various international rights documents. Contributions from various departments were synthesized, and the resulting summary presented to the federal government for transmission to the United Nations. In 1982-83, the Section co-ordinated the provincial submission under the U.N. convention on the Elimination of All Forms of Racial Discrimination.

Premier Devine and Ministers Lane and McLeod enjoy a lighter moment before the start of the March, 1983, First Ministers' Conference on the Constitution. *(Photo Credit: Ron Zukowsky)*

International Affairs Section

Saskatchewan has legitimate and necessary functions in international affairs, as have Canada's other provinces. Provinces have the right to open offices abroad and a significant number of questions affecting all Canadians within the international sphere fall under provincial jurisdiction (for example, those questions related to education, labour, and health). Furthermore, in the case of Saskatchewan, a major proportion of its products are sold to export markets, and its citizens have historical and family ties with many areas of the world.

It is the role of the International Affairs Section to develop policy and co-ordinate Saskatchewan's role on international questions, whether economic, cultural, educational, human rights, or environmental.

During 1982-83, Saskatchewan's international activities were highlighted by the Government's decision to proceed with the negotiation of Twinning Protocol with China's Jilin Province and by the successful negotiation of a Saskatchewan-China Potash Agronomic Program. These two initiatives signified the Government's new Asian thrust, in search of expanding Saskatchewan's trade and scientific and cultural exchange horizons.

During 1982-83, Saskatchewan participated at the preparatory Canada-European Economic Community talks, and at federal-provincial discussions on various international trade and economic matters, as well as bilateral cultural consultations.

The International Affairs Section was responsible for managing the information flow program from External Affairs, for liaison with the Office of the Agent General, in London, England, and for providing information to the Protocol Office on incoming foreign visitors.

Saskatchewan's Matching Grants-in-Aid Program to Non-Governmental Organizations associated with the Saskatchewan Council for International Co-operation was administered by this section of Intergovernmental Affairs. This provided the International Section with functions complementary to its other international policy and co-ordination roles.

Intergovernmental Co-ordination Branch

There are three major facets to the role of the Intergovernmental Co-ordination Branch; these are: co-ordination, negotiation and monitoring. The Branch co-ordinates federal-provincial and interprovincial relations for the Province of Saskatchewan; it negotiates and reviews intergovernmental agreements; and it conducts an overall monitoring role in intergovernmental relations.

On a day-to-day basis, the Branch takes a lead role in preparations for Western Premiers' Conferences, Annual Premiers' Conferences and First Ministers' Conferences, and is directly involved in the follow-up work from them. Line departments are advised of the contents of any communiques from these Conferences which might have relevance for them. Officers from the Branch play a co-ordinating role in assisting line departments to prepare for federal-provincial and interprovincial conferences and meetings. The services of the Branch are utilized by line departments on an ongoing basis to facilitate the flow of information between them and their federal and provincial counterparts and to assist them in the formulation and negotiation of the formal federal-provincial and interprovincial agreements.

During 1982-83, the Co-ordination Branch was involved in the preparation for and co-ordination of the Twenty-Third Annual Premiers' Conference and the Western Premiers' Conference.

The Twenty-Third Annual Premiers' Conference was held in Halifax, Nova Scotia, in August, 1982. The Conference focussed on economic and energy-related concerns, and on federal-provincial relations. In particular, Saskatchewan emphasized the need to lower interest rates and to increase federal-provincial co-operation in order to enhance the climate for investment in Canada and to reduce inflation. While the Canadian Government has the prime responsibility to ensure that interest rates come down as quickly as possible, Premier Devine emphasized that it is the responsibility of all levels of government in Canada to show leadership to reduce inflation: leadership in the management of their affairs and leadership in making Canada a good place to invest. In this regard, the Premiers concluded that there must be a renewed fiscal effort by all governments to develop long-term plans to reduce deficits and to work towards a manageable public debt.

Saskatchewan hosted the Western Premiers' Conference, held in Swift Current in February, 1983. Following upon the themes of economic recovery and fiscal responsibility established at the Twenty-Third Annual Premiers' Conference, the Western Premiers agreed that restoring confidence in Canada's future and building on our strengths are key to creating jobs and lasting economic growth. The following factors were noted as contributing to this goal: consistent and stable economic policies, international competitiveness, low and stable interest rates, federal-provincial co-operation, controlled government expenditures, and regulatory reform. The Western Premiers emphasized the vast economic potential of the Western Provinces and the pivotal role these provinces play in Canada's future economic development. They stated their commitment to working together to restore confidence, to develop more efficient transportation systems and to diversify their economies.

Other topics discussed at the Western Premiers' Conference include the proposed federal Western Transportation Initiative, proposed reductions in federal contributions to Established Programs Financing transfers in support of health and post-secondary education programs and the proposed Bill S-31 - the Corporate Shareholding Limitations Act.

The Co-ordination Branch continued to take a lead role in the negotiation of federal-provincial agreements between Saskatchewan and the federal Department of Regional Economic Expansion. Since the General Development Agreement, an umbrella agreement under which the specific subagreements were concluded, will expire in 1984, officials in the Co-ordination Branch have begun to review past activities and future priorities in economic development in Saskatchewan towards the successful conclusion of future negotiations with the federal government.

The Branch looked forward to continuing its functions in 1983-84 as part of the Department of the Executive Council of the Saskatchewan Government.

Premier William B. Bennett, Premier Peter Lougheed, Premier Grant Devine, and Premier Howard R. Pawley met in Swift Current, Saskatchewan on February 2, 1983, on the occasion of the Western Premiers' Conference.

Ottawa Office

The primary responsibility of the Ottawa Office is to act as a communication link between the Government of Saskatchewan and the Federal Government.

It gathers information relevant to Saskatchewan from sources such as question period, house proceedings, committee meetings, press conferences, and the media. Also, the Office provides assistance to provincial departments with respect to visits by ministers, delegations, and officials from Saskatchewan. On occasion, the Ottawa Office may be called upon to represent the Province in an Ottawa-based federal forum.

The Crow's Nest Pass Freight Rate and the Aboriginal Negotiations were major issues during the past year. These were closely monitored by the Ottawa Office to ensure that Saskatchewan remained current with the continuing debates.

The Ottawa Office also acts as a source of information for the general public, embassies, and for the Federal Government, including Members of Parliament and officials.

The Office continues to prepare the "Ottawa Report", a weekly summary of politics, legislative initiatives, and debates of the House of Commons.

Premier Grant Devine and Mrs. Devine welcome Princess Anne at the Legislative Building, July 8, 1982. Standing behind them is Lieutenant Governor C. Irwin McIntosh.

Protocol Office

The Protocol Office continued in 1982-83 to fulfil its mandate on behalf of the government:

1) organizing official visits to the Province of the Royal Family, the Governor General, the diplomatic corps, and delegations and individuals from abroad;

2) arranging official hospitality, functions and state ceremonial for the government "as an entity";

3) handling certain administrative duties: hospitality grant program, gift policy, flag loans, and the Legislative Building china, linen and silver service;

4) consulting service to the Lieutenant Governor, Premier, Cabinet, M.L.A.'s, departments, Crown Corporations, municipalitites, and the general public.

Official Visits to the province handled by the Protocol Office showed a slight decrease compared to 1981-82 (48 as against 52), due to the period of the election and change of government in April-May. However, the importance and variety of the visits were considerable. The most significant was the Royal Visit of Her Royal Highness The Princess Anne, from July 8 to 14, 1982. This was the longest royal visit ever hosted by Saskatchewan, and was the major portion of a Canadian tour which also took the Queen's daughter to Ottawa, the Yukon and Manitoba. Princess Anne visited Regina, Saskatoon, Wilcox, Belle Plaine, Gravelbourg, Estevan, Alameda, and Moosomin.

The Princess participated in anniversary celebrations, industrial and museum visits, and a number of social occasions, including dinners hosted by the Lieutenant Governor and Mrs. McIntosh and by the Premier and Mrs. Devine. Her visit was judged a resounding success, and she acquired a special connection with Saskatchewan, as colonel-in-chief of the Royal Regina Rifle Regiment.

Diplomatic visitors to Saskatchewan included ambassadors or high commissioners from Australia, Britain, China, Israel, Japan, the Netherlands, New Zealand, Somalia, the Sudan, and Trinidad and Tobago. Consular representatives and other diplomats from Australia, Britain, France, West Germany, India, Japan, South Korea, Norway, and Switzerland also visited the province, as did Canadian diplomats posted in the United States.

One area which showed a marked increase over the previous fiscal year was the number of delegations visiting Saskatchewan - a reflection of the new government's thrust in international trade and investment and of the Department of External Affairs' wish to acquaint its officers with the viewpoints of the provinces.

During 1982-83, the Governor General visited Saskatoon, and individual officials, elected representatives and journalists came to the province from Australia, Britain, West Germany, Grenada, and the United Nations.

Saskatchewan's international relations continued therefore at a high level - an area shared by the Protocol Office, the Intergovernmental Co-ordination Branch of the department, and the Department of Industry and Commerce.

The Protocol Office's domestic, or in-province, responsibilities continued to absorb much time and energy, particularly those concerned with state ceremonial and official functions. In April 1982, the Office organized on behalf of the government two concurrent events in Regina and Saskatoon to mark the patriation of the Canadian Constitution. Immediately following the election of the Progressive Conservative government in April, the Protocol Office was asked by the Premier-designate and his incoming administration to arrange the swearing-in of the new Cabinet. This took the form of a precedent-setting public ceremony, held outdoors in front of the Legislative Building and attended by several thousand people.

Among other major events, the Protocol Office organized a provincial government Salute to Saskatoon's Centennial during a Cabinet Day in that city in September 1982; the swearing-in of the new Chief Judge of the Provincial Court in October; the Western Premiers' Conference in Swift Current in February 1983; and traditional events at the Opening of the Second Session of the Twentieth Legislature in March.

Consulting remained an important component of the Protocol Office's work, particularly with the many new Members of the Legislative Assembly. The Office continued its advisory and policy activity in symbolism, awards, gifts, ceremonial, and other protocol-related areas. There was a substantial increase in the hospitality grant program - financial assistance provided to non-governmental organizations hosting conferences or annual meetings of interprovincial, national or international scope in the province. The Protocol Office also assumed responsibility from the Department of Tourism and Renewable Resources for loans and gifts of provincial flags. A serious effort was made during the year to improve the quality and variety of gifts stocked in the central gift bank, with particular emphasis on the works of Saskatchewan artists, authors and craftspeople.

An important, although often little-noticed, responsibility of the Protocol Office is to maintain liaison with other areas of the Government of Saskatchewan and with organizations outside the government. To supplement normal contacts with the Lieutenant Governor, Cabinet, MLA's and departments, the Office publishes a monthly Calendar of Events summarizing its activities. Close links are maintained with the Governor-General's staff, the Department of External Affairs, and the Department of the Secretary of State in Ottawa; diplomatic missions; the honorary Consular Corps in Saskatchewan; police, military, churches, municipalities, and chambers of commerce in the province.

As the 1982-83 fiscal year drew to a close, the Protocol Office anticipated a definite upsurge in official visits in 1983-84 as the government's international activity increased in tempo and scope, particularly with China. The Office also anticipated the installation of a new Lieutenant Governor and further development of Saskatchewan's public occasions.

Agent General

The Office of the Agent General continued to promote Saskatchewan business, investment, tourism, and cultural interests abroad.

In accordance with Saskatchewan's "Open For Business" policy, the Office of the Agent General is placing strong emphasis upon promoting and selling products manufactured in Saskatchewan. In addition, the Office is encouraging foreign entrepreneurs to invest in Saskatchewan on an independent and joint-venture basis.

The Office has encouraged and assisted European Journalists and Travel Agents to visit Saskatchewan on arranged tours. As a result of the first hand knowledge they gained, there has been an increasing awareness of Saskatchewan in terms of tourism, culture, and industry. As well, the Office was involved in the planning stages of the "Saskatchewan Five" exhibit, which opened in London, in April, 1983. This was a display of art of five Saskatchewan artists.

Due to the location of the Saskatchewan Office on Pall Mall, there has been a definite increase in visitors resulting in numerous inquiries.

It has been a busy year and the Office looks forward to stimulating increased public awareness in Europe of Saskatchewan.

Communications Policy Branch

The Communications Policy Branch dealt with issues in telecommunications, cable and broadcasting and communications technologies. It continued to monitor Federal Government activities and events that occurred in the Federal arena to determine their potential impact on Saskatchewan.

A major project of the Branch was the creation of an interdepartmental committee to undertake a study on a communications network for the delivery of educational television and other services. The paper will be for public review and comment.

Another activity has been the preparation of legislation to regulate the Province's cable system. The proposed legislation will establish a Provincial authority over closed-circuit, non-broadcast services.

Indian and Native Affairs Branch

The Indian and Native Affairs Branch was officially created and located within the Department of Intergovernmental Affairs on November 1, 1982. Government activities impacting on Treaty Indian, Metis, and Non-Status Indian populations had previously been directed through four areas in three departments:

1. Treaty Indian Policy Secretariat - Department of Agriculture
2. Treaty Indian Liaison Unit - Department of Agriculture
3. Treaty Indian Land Entitlement - Department of Environment
4. Social Planning Secretariat - Department of Urban Affairs

These four areas were amalgamated into the Indian and Native Affairs Branch as part of government reorganization. The Branch acts as a focal point within government for Indian and Native-specific policy and program development and serves as a "window" into government for Indian and Native people.

The Branch establishes, co-ordinates and communicates policy direction in co-operation with line departments who remain responsible for program delivery. The Branch also serves as a forum for line departments to clear issues related to programs delivered within this overall policy framework.

The departmental programs are co-ordinated into an Indian and Native Package. An annual review of these programs has become an integral part of the policy development and budgeting process. This review also provides an opportunity to evaluate the progress made in the government's strategy of ameliorating the problems faced by aboriginal people in the province.

A lead role in negotiating contracts for core funding to Indian and Native organizations is assumed by the Branch. In 1982-83, grants were provided to the Federation of Saskatchewan Indians, the Association of Metis and NonStatus Indians of Saskatchewan, Native Communications Corporation, Saskatchewan Native Women's Association, Saskatchewan Indian Women's Association, and the Saskatchewan Association of Friendship Centres. Increased accountability for third-party delivery was implemented by the inclusion of specific contract terms, goals, and objectives and performance measures.

A major review of Indian Land Entitlement was initiated in 1982-83. When completed, recommendations will be presented to cabinet for their consideration in achieving an equitable resolution of this longstanding and complicated issue.

During the year, a direct consultative process was implemented with the Indian Bands of the Province who represent the fundamental unit of Indian Government. These consultations with Bands will serve as the basis for the development of a provincial economic development strategy with the Indian people.

The Indian and Native Affairs Branch assisted in the preparation for the 1983 First Ministers' Conference on Aboriginal Rights.